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likely unwarranted; he makes too little allowance for the effect of water competition in railroad rates; he gives too little consideration to the long-continued failure of congress to compel the cooperation of railways and waterways. It may also be added that statistics collected since 1901 tend to disprove many of his statements concerning the Manchester Ship Canal.

T. W. VAN METRE.

*University of Pennsylvania.*

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MUNRO, WILLIAM B. *The Government of American Cities.* Pp. ix, 401. Price, \$2.25. New York: Macmillan Company, 1912.

This is a scholarly and comprehensive discussion descriptive of the formal and the actual, the proposed and the adopted, forms of municipal government. The author includes what he has to say in his four hundred pages under the following chapter headings: I. American Municipal Development; II. The Social Structure of the City; III. The City and the State; IV. Municipal Powers and Responsibilities; V. The Municipal Electorate; VI. Municipal Nominations and Elections; VII. Municipal Parties and Politics; VIII. The City Council; IX. The Mayor; X. The Administrative Departments; XI. Municipal Officials and Employees; XII. City Government by a Commission; XIII. Direct Legislation and the Recall; XIV. Municipal Reform and Reformers.

The book thus follows the traditional treatment but it also includes, to an unusual extent, a discussion of current problems and proposals. In discussing these, the author usually attempts to state both sides of the question. In the discussion of the initiative and referendum, for instance, he analyzes the following arguments for and against direct legislation: (1) that representative government cannot be made efficient without it; (2) its educational value; (3) its effect in increasing popular respect for the law; (4) the conciseness and clearness of statutes resulting from its use; and, negatively—(1) that it impairs the calibre of representatives; (2) that it is an effective means of permitting class legislation and puts a heavy task upon the voter; (3) that the referendum at best secures only a partial expression of popular opinion; (4) that voters are activated by emotion, prejudice and caprice. As to the value of direct legislation, he concludes that "the next decade is likely to teach us a great deal."

He discusses the current arguments in favor of the recall, that it keeps officials responsive to the popular sentiment, permits longer official terms; and also the negative arguments, such as that the voters are not capable of even electing capable men much less to remove them, and concludes that, "there is little reason to hope that electoral tendencies at recall elections will differ greatly from those commonly displayed at ordinary pollings. This is another matter in which everything hinges upon the sort of traditions developed. A somewhat rapid development is now in progress; and upon the ultimate product will depend, in large measure, the usefulness which the recall can display as an addition to the machinery of American city government." He gives the arguments for and against commission government in much the same way.

The author lays special stress upon the efficiency of the internal organization of the city as distinct from its charter and formal organization. He states that

the success of city administration depends upon the skill with which the city's administrative machinery is adjusted and the ability which is shown in getting the right subordinate in the right place. He forcibly points out that the final solution of the "chief municipal problem of the American city, that of getting full value for the city's expenditures, depends even more upon the intelligent organization of business details than upon the mere enunciation of sound political principles in city charters. . . . The bureaus of municipal research that have come into existence in recent years are pointing the way to thorough-going reform in this direction."

The author promises a second volume dealing primarily with the administration and the functioning mechanism of municipalities. The first volume certainly does all that the author says he has hoped to do—to provide "both for the college student of municipal government and for the general reader an introduction to the study of a very large and important subject."

CLYDE L. KING.

*University of Pennsylvania.*

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POOLE, REGINALD L. *The Exchequer in the Twelfth Century*. Pp. xi, 195. Price, \$2.15. New York: Oxford University Press, 1912.

The literature on the origin and early organization of the English exchequer has previously been somewhat unsatisfactory. Although considerable in quantity and although much of it represents scholarly attainment of high order, yet the student who sought in this literature for the exact state of our knowledge on the subject had no easy task. Scattered pieces had to be brought together, obscurities dispelled, misconceptions and errors eliminated, and conflicting views reconciled. The present volume in large measure obviates such difficulties. Because the contents were prepared for delivery as lectures, the author "sought before all things to be plain and free from ambiguity in expression" (p. vi). He succeeded without sacrificing that scholarly accuracy which we have learned to expect from him. Older views and conclusions, tested by a searching historical criticism, are placed before us stripped of inaccuracies and relieved from obscurity, while new facts and suggestions greet us with frequency. The result is a stimulating and authoritative book.

The first three chapters contain brief but illuminating remarks on the sources and literature and a discussion of origins. The chapter on the ancient treasury well illustrates the method of combining exact definition and new contribution. When the *hordere* has been reduced to the position of a land-steward and the treasurer is shown to have no pre-conquest evidence, we are likely to conclude that the only elements of the exchequer yet traced with certainty to the period before the Norman Conquest are the chamberlains, blank payments, and the farm of the county. New is the suggestion that the payment *ad scalam* is merely "blank payment taken on an average" (p. 32); and new, too, is the inference from a royal writ that the pipe roll was already in existence before 1116. The treatment accorded the "farm of one night" charged against some of the royal manors in Domesday is somewhat disappointing. It seems doubtful if the